November 18, 2021 Travis Brown



Transportation Interim Committee (TIC)

# WORK PLAN FOR THE 2021-2022 INTERIM

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# TRANSPORTATION INTERIM COMMITTEE MEMBERS AND STAFF

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# TIC WORK PLAN, 2021-2022

# INTRODUCTION AND PURPOSE

The work plan provides guidance for the next 15 months and serves as a blueprint for the interim. The main purpose of the work plan is to outline the studies and topics that the TIC may choose to investigate and the possible approaches the committee may take to meet its goals.

The work plan is intended to be a fluid document, subject to modification during the interim as questions arise and Committee decisions are made.

#### THE WORK PLAN INCLUDES:

- Background of the TIC and its duties
- A description of work plan topics and plans to address those topics
- A work plan timeline

# COMMITTEE PROCEDURES AND PUBLIC PARTICIPATION

The TIC will operate under the Rules, Procedures, and Guidelines for Interim Committees adopted by the Legislative Council. As required by law, 10-day advance public notice will be given for all meetings and the public will be given an opportunity to comment on any matter that is within the jurisdiction of the committee. The Presiding Officer may establish time limits for public comment, if necessary. Interested persons may be added to the mailing list by visiting the TIC website. By visiting the website, interested persons also may sign up for electronic meeting notifications.

Agendas, memos, links and other information can be found on the TIC website: <a href="https://leg.mt.gov/committees/interim/tic/">https://leg.mt.gov/committees/interim/tic/</a>

# HISTORY OF TIC AND WORK PLANNING PROCESS

The 2019 Legislature passed and approved Senate Bill No. 226 establishing a Transportation Interim Committee. Historically, transportation matters were combined with revenue and tax policy and under the authority of the Revenue and Transportation Interim Committee. The Senate Highways and Transportation Standing Committee requested SB 226, and Senator Gordon Vance carried the bill. He stated in his testimony that it was important to split the subjects into separate committees to ensure that transportation, including the Montana Department of Transportation (MDT), receives the attention it deserves.

For the 2021-2022 interim, the TIC likely will focus on the study topic it has been assigned while maintaining oversight of programs and rulemaking activities of the Montana Department of Transportation and the Motor Vehicles Division of the Department of Justice (DOJ MVD).

The Legislative Council assigned the Committee one study in the form of joint study resolutions ranked by legislators. The Committee was assigned House Joint Resolution No. 10, a study of autonomous vehicle use.

The TIC establishes its work plan at the beginning of the interim. The primary constraint limiting the study agenda for the interim is the number of issues that can be effectively addressed within the available time and resources of the committee members and its staff.

This 2021-2022 Work Plan sets priorities and outlines how and where the TIC will spend its limited time and resources. The work plan sets out a strategy for fulfilling the TIC's responsibilities throughout the 2021-2022 interim.

The work plan is a blueprint for the interim. Timetables for each major study will be included in the work plan. The TIC Work Plan Decision Matrix, a separate document, is a way to look at topics side by side and review time allocations to each topic.

# POTENTIAL WORK PLAN TOPICS

#### HOUSE JOINT RESOLUTION NO. 10: STUDY AUTONOMOUS VEHICLE USE

**Sponsor: Representative Loge** 

Legislative Poll Rank: #25 of 28

**Background:** Certain newer vehicles are equipped with semiautonomous operation and fully autonomous vehicles are currently in limited use with increased use a possibility. The effects of autonomous vehicles on road safety, maintenance, vehicle registration, operator licensing, vehicle repair and maintenance, and accident liability and security may be significant, leading to the need for a conceptual framework for the state to proactively address issues. The study calls for the committee to:

- engage experts and stakeholders from both the private sector and public agencies to analyze the legal framework available or needed related to autonomous vehicle use, including platooning;
- examine federal, state, and local policies that relate to the operation of autonomous vehicles including model state policy and current and possible federal regulatory tools;
- review potential impact to tax collections and road maintenance;
- analyze liabilities and regulatory changes necessary to address liabilities that could arise from autonomous vehicle use on highways; and
- recommend the role of autonomous vehicle technology and infrastructure in contributing the state economy and quality of life.

Option A	Option B	Option C	Option D
.40 FTE	<del>.30 FTE</del> .20 FTE	.15 FTE	No Action
Option B  Full analysis of autonomous vehicle use in other states  Review of potential impacts to tax collections and road maintenance  Analysis of technology and infrastructure needs to further implement autonomous vehicle use  Deliverables:  Interim report – July 2020  Legislation	<ul> <li>Option C</li> <li>Multiple panel discussions from stakeholders</li> <li>Analysis of possible economic impacts</li> <li>Identification of policies and regulatory frameworks available at the federal, state, and local levels in other areas</li> <li>Analysis of possible liability issues related to autonomous vehicle use</li> <li>Deliverables:</li> <li>Multiple white papers – May 2020 and July 2020</li> <li>Comparative analysis of other state</li> </ul>	Panel discussion, possibly with representatives of other states with model frameworks  Engage stakeholders and information gathering  Analysis of current availability of autonomous vehicles and the number currently and projected to be in use in MT.  Deliverables:  Summary of current availability and use of autonomous vehicles in the state  Summary of current regulations, if any	No Action
	policies and regulations • Final Report	<sup>o</sup> Legislation	
	° Legislation		

### MEMBER REQUESTED TOPICS

#### 1. ELECTRIC VEHICLE FEES

Authority: Suggested by Representative Loge, Representative Fern, and Representative Duram

**Background:** The 67<sup>th</sup> Legislature passed <u>HB 188</u>, sponsored by Rep. Loge, but Governor Gianforte vetoed the legislation. The bill provided for annual electric vehicle registration fees to help offset the loss in revenue from gas tax receipts from electric vehicles. The <u>governor's veto</u> reasoned that the fees "would discourage the purchase of [electric] vehicles in Montana" and argued that the proposed "\$195 annual fee for light vehicles would be higher than most states". Additionally, the governor argued that the additional fees for "heavy trucks" may be problematic since "heavy truck" is not defined, and thus could lead to increased fees for vehicles that are currently considered light-duty. The committee may choose to study the potential loss of revenue if electric vehicle fees are not implemented and further analyze the considerations introduced in the governor's veto letter.

Option A	Option B	Option C	Option D
.25 FTE	<del>.15 FTE</del> .20 FTE	.05 FTE	No Action
° Option B	° Option C		
° Trend projections of	O Analysis of possible revenue loss	<ul> <li>Panel discussion</li> </ul>	
electric vehicle manufacture	from increased electric vehicle usage	<ul> <li>Analysis of both HB</li> </ul>	
and use nation-wide and in	within the current gas tax model	188 and the Governor's	
the state	Comparative analysis of other	veto letter.	
• Examination of the effects	states' electric vehicle fees and	Deliverables:	
electric vehicles pose to	regulations	<sup>o</sup> Legislation	
roadways and maintenance	Deliverables:		
<ul> <li>Analysis of additional</li> </ul>	° White paper		
infrastructure needs required	° Legislation		
of electric vehicles			
Deliverables:			
° Multiple white papers			
° Legislation			

#### 2. BIKE SAFETY AND REGISTRATION/LICENSING

**Authority:** Representative Loge

**Background:** During the 2019-2020 interim, TIC was assigned <u>HJ45</u>, a study on bicycle and pedestrian paths. The committee compiled their work into a <u>final report</u>, but did not pursue legislation or other deliverables. The committee may decide to expand on the work completed during the previous interim and determine whether additional legislative action is needed or whether a funding source such as bicycle registration or licensing may be an appropriate and effective means of increasing revenue for bicycle paths and other safety measures related to bicycling.

Option B	Option C	Option D
.10 FTE	.05 FTE	No Action
° Option C		
<ul> <li>Panel discussion with interested</li> </ul>	O Review research and final report from	
stakeholders	2019-2020 interim	

• Further analysis of funding models in	<ul> <li>Analysis of possible funding sources</li> </ul>	
other states	and additional safety measures	
• Analysis of current bicycle safety threats	Deliverables:	
and identification of possible solutions	° Legislation	
Deliverables:		
° White paper		
° Legislation		

#### 3. MEMORIAL HIGHWAY CRITERIA

**Authority:** Representative Loge

**Background:** Montana has 34 highways designated as memorial highways, trails, or heritage routes. Of those 34, 11 were added during the 2019 session with an additional 3 memorial highways enacted during the 2021 session, soon to be codified. Currently, nothing in statute provides criteria for a memorial highway such as designating the type of action or historical event that can be memorialized or the number or location of memorial highways. The committee could explore whether additional parameters on memorial highways may be beneficial.

Option B	Option C	Option D
.10 FTE	.05 FTE	No Action
° Option C		
<ul> <li>Examine memorial highway criteria</li> </ul>	Historical report on memorial highway	
used in other states, if any	designations in Montana	
<ul> <li>Elicit public comment from various</li> </ul>	° Panel discussion	
areas of the state to determine possible	Deliverables:	
criteria	° Legislation	
Deliverables:		
° White paper		
° Legislation		

# 4. HIGHWAY SPEED AND SAFETY ENFORCEMENT WITHIN RESERVATION BOUNDARIES

**Authority:** Representative Whiteman-Pena

**Background:** HB 712 and HJ 54 were introduced but ultimately failed to pass during the 2021 session. Both pieces of legislation aimed to improve highway safety, particularly within reservation boundaries: HB 712 by allowing a tribal entity to reduce speed limits on a highway and HJ 54 by creating a study to focus on highways with high fatality rates, particularly Highway 212 in southeastern Montana. Tribal governments, especially in southeastern Montana, have reported problematic interactions with vehicles, including motor carriers, traveling at high rates of speed and in unsafe manners without sufficient enforcement.

Option A	Option B	Option C	Option D
.20 FTE	.15 FTE	.05 FTE	No Action
° Option B	° Option C		
° Travel to area of issue	<ul> <li>Summary comparing highways with</li> </ul>	<ul> <li>Gather information</li> </ul>	
and speak with local	prominent or perennial safety issues	and public comment	
representation	<sup>o</sup> Analysis of current enforcement	<ul> <li>Panel discussion</li> </ul>	
(may impact budget)	structures and possible jurisdictional	Deliverables:	
	issues	<ul> <li>Legislation</li> </ul>	

Additional panel discussions with	
department and/or law enforcement	
personnel	
Deliverables:	
° White paper	
° Legislation	

### 5. HIGHWAY CONSTRUCTION WITHIN RESERVATION BOUNDARIES

Authority: Senator Ankney

**Background:** The state is responsible for the construction and maintenance of state highways that exist within reservation boundaries. Confusion often exists regarding which entity has the responsibility for construction and maintenance of certain roads within reservations – is it the state, county, or tribal entity, and who ensures roadways are maintained? This topic may be considered an extension of the previous member topic, #4.

Option C	Option D
.05 FTE	No Action
Receive an overview of highway jurisdiction and construction/maintenance	
responsibilities within tribal boundaries. May include an overview of	
transportation funding from the federal, state, and tribal levels.	

#### 5. BILLBOARD MODERNIZATION

Authority: Representative Fern

**Background:** Billboards are a common sight along many highways in Montana, but thought is rarely given to their regulation, placement, safety, and effectiveness. Billboards inhabit a large swath of land beside roadways and present an opportunity to examine whether the current method of using billboards may benefit from modernization. The committee may decide to investigate the authority granted to the state to regulate the placement, size, construction, and any fees and taxes related to billboards in order to determine if billboard usage is still considered advantageous to the citizens of the state.

Option B	Option C	Option D
.15 FTE	.10 FTE	No Action
° Option C		
O Panel discussion with interested stakeholders	Review current regulations regarding	
O Analysis of billboard effectiveness vs.	billboards	
roadway safety	Historical analysis of billboard use and	
° Research possible technological	effectiveness	
advancements in the field of billboards;	ODetermine state and local revenue generated	
determine if more effective systems exist	from billboard use	
Deliverables:	Deliverables:	
° White paper	Summary of current regulations	
° Legislation	° Legislation	

#### 6. STATE-OWNED AIRPORTS AND AVIATION FUEL TAX

**Authority:** Senator Ankney

**Background:** The state owns many small, local airports and airstrips across the state that are often used for emergency purposes such as Mercy Flight and firefighting services in remote or rural areas. Maintaining these airports in safe, working conditions is often challenging. The Legislature enacted <u>HB 661</u> in 2019 to increase the tax on aviation fuel by 1 cent per gallon. In 2021, <u>HB 632</u>, the bill allocating federal funds received through the American Rescue Plan Act (ARPA), appropriated \$600,000 for state-owned airports. The committee may request updates on the implementation and effects of HB 661 while also investigating whether state-owned airports are adequately funded and maintained.

Option B	Option C	Option D
.10 FTE	.05 FTE	No Action
° Option C		
Analysis of safety and economic	<sup>o</sup> Agency updates on HB661 implementation	
impacts of state-owned airports,	and HB632 fund allocations	
including funding adequacies or	Overview of current funding, conditions, and	
inadequacies	maintenance schedules of state-owned	
Deliverables:	airports.	
° White paper	Deliverables:	
° Legislation	° Legislation	

#### 7. TRANSPORTATION COMMISSION

**Authority:** Senator Ankney

**Background:** The Montana Transportation Commission is composed of 5 board members appointed by the Governor who represent districts across the state. The Commission completes important work including selecting and prioritizing projects for construction and maintenance, awarding contracts, and allocating Federal-aid highway funds among other duties. The committee may decide to examine the Commission's work to determine its overall purpose, responsibility, and accountability to the local areas they represent.

Option C	Option D
.05 FTE	No Action
Receive summary sheets of the Transportation Commission's statutory	
duties, past project prioritization, and funding allocation history to	
determine its functionality. May also include a panel discussion.	

#### 8. COVID RELIEF UPDATES - ARPA & CRRSAA FUNDING

**Authority:** Senator Sands

**Background:** MDT received an additional \$102 million in federal funding through the Coronavirus Response and Relief Supplemental Appropriations Act (CRRSAA). The department has until September 30, 2024 to utilize these funds to provide relief from financial impacts of the COVID-19 pandemic and to cover costs related to preventing,

preparing for, and responding to the current and possible future emergencies.<sup>1</sup> The department has yet to specifically allocate this funding, so the committee may direct MDT to provide updates on the status of CRRSAA funds.

Additionally, the state received funding through the American Rescue Plan Act (ARPA). Sec 17 of <u>HB632</u> specifically allocates funds to MDT for rural transit and state-owned airport projects. Infrastructure projects to address rural transit and state-owned airports may affect roadways and thus trigger MDT to use additional ARPA funds. The committee may request general updates and also direct MDT to include updates on projects that are outside the scope of Section 17 of HB 632 but that may still utilize ARPA funds.

Option C	Option D
.005+ FTE	No Action
° Receive regular updates from MDT regarding the use of new federal	
funds, including ARPA & CRRSA funds, intended for infrastructure use.	
Committee may request additional specific project information.	

# STATUTORY DUTIES AND OBLIGATIONS

The TIC draws its statutory responsibilities from five sources:

<u>I. Source/authority:</u> <u>5-5-215, MCA</u>. General duties of all interim committees.

5-5-233, MCA Transportation Interim Committee

"The Transportation Interim Committee has administrative rule review, draft legislation review, program evaluation, and monitoring functions for the Department of Transportation, the Motor Vehicles Division of the Department of Justice, and the entities attached to the Department of Transportation for administrative purposes."

# As applied to the TIC, statutes require the committee to:

- 1. **Conduct interim studies** as assigned. The committee may recommend to the Legislative Council that a study be assigned to another committee or not be conducted.
- 2. **Review administrative rules** of the Department of Transportation and the Motor Vehicles Division of the Department of Justice.
- 3. **Review legislation** proposed by MDT or the DOJ MVD. Bills requested by an individual member of the Legislature are not subject to this requirement.
- 4. **Review proposed ballot initiatives** within the committee's subject area and vote to either support or not support the placement of the text of an initiative on the ballot.
- 5. **Complete additional statutory duties** including reviewing certain biodiesel tax refunds, cooperative agreements related to motor fuel taxes, alternative project delivery contracts, and MDT enforcement.
- 6. Monitor the operation of the MDT and DOJ MVD with specific attention to the following:

<sup>&</sup>lt;sup>1</sup> "Covid-19 Response & Relief Funding", Newsline Newsletter, Montana Department of Transportation, June 2021.

- a. identification of issues likely to require future legislative attention;
- b. opportunities to improve existing law through the analysis of problems; and
- c. experiences of Montana's citizens with the operation of the agency that may be amenable to improvement through legislative action.
- 7. **(Committee driven):** Prepare bills and resolutions that, in the Committee's opinion, the welfare of the state may require for presentation to the next regular session.
- 8. **(Committee driven)**: Compile, analyze, and furnish information bearing upon the Committee's assignment and relevant to existing or prospective legislation that the Committee determines to be pertinent to the adequate completion of its work.

# II. Source/authority: 15-70-433(7), MCA.

Requires the MDT to report biennially on the number and type of taxpayers claiming the refund (1 cent a gallon for retailers or 2 cents a gallon for distributors) of biodiesel sold, the total amount of the refund claimed, and the department's cost associated with administering the refund.

# III. Source/authority: 15-70-450, MCA.

Requires MDT to report the status of motor fuel tax cooperative agreement negotiations with the state's Indian tribes. The reports will be provided as needed after negotiations are complete and before the final agreement is submitted to the Attorney General for approval.

## IV. Source/authority: 60-2-119, MCA.

Requires MDT to provide a benefit analysis of alternative project delivery contracting in comparison to other contracting processes authorized in <u>60-2-111</u>.

#### V. Source/authority: 61-10-154(8), MCA

Requires MDT to report biennially on enforcement of MDT's authority to stop and inspect, if probable cause exists, diesel-powered vehicles to determine compliance with provisions of the special fuels use tax law and impacts of enforcement on the state special revenue fund.

# ADDITIONAL STATUTORY DUTIES ADDED DURING THE 67TH SESSION

#### REVIEW PROPOSED BALLOT INITIATIVES

House Bill. No 651 (Ch. 554, L. 2021) amended 5-5-215 to require interim committees to review proposed ballot initiatives within the interim committee's subject area and vote to either support or not support the placement of the text of an initiative on the ballot.

The bill also amends 13-27-202(5) to provide for the interim committee hearing and voting process and for notification of the outcome of the vote to the secretary of state:

"(c) The appropriate interim committee or legislative council shall meet and hold a public hearing after receiving the information and vote to either support or not support the placement of the proposed initiative text on the ballot. The outcome of the vote must be submitted to the secretary of state no later than 14 days after receipt of the final text of the proposed issue and ballot statements. Nothing in this section prevents the interim committee

from meeting remotely or via conference call. Proxies must be allowed for legislators unable to participate if a quorum of the committee or council meets to fulfill the requirements of this section.

(d) The executive director shall provide written correspondence to the secretary of state providing the name of the interim committee or the administrative committee that voted on the proposal, the date of the vote, and the outcome of the vote conducted in accordance with subsection (5)(c)."

This requirement may result in additional committee meetings because the committee vote must be provided no later than 14 days after receipt of the final text of the ballot initiative.

## ADULT-USE & MEDICAL MARIJUANA MONITORING

Voters approved <u>Initiative Measure 190</u> (I-190), allowing for adult use of marijuana, in November 2020. The initiative language requires legislative monitoring reports be provided to TIC in <u>16-12-110</u> (effective October 1, 2021).

The 2021 Legislature enacted <u>House Bill 701</u> to revise provisions of the adult-use and medical marijuana programs, including amending <u>16-12-110</u> to require the Economic Affairs Interim Committee (EAIC) to monitor both adult-use and medical marijuana programs beginning Jan. 1, 2022.

Because HB 701 clearly intended for EAIC to monitor adult-use and medical marijuana, the staff of both committees recommends that EAIC receive adult-use marijuana reports.

# Decision point:

O Does TIC wish to receive adult-use marijuana reports from October 1, 2021 until January 1, 2022?

Statutory Duties and Obligations			
Review Administrative	0.03 FTE	$0.02~\mathrm{FTE}$	
Rules	° Staff provides TIC copies of notices for the adoption of rules on all TIC subjects (Members to inform staff or Chair if they want more information)	° Staff provides TIC copies of notices for the adoption of rules on certain TIC subjects (Members to inform staff or Chair if they want more information)	
	° Committee requests that it be copied on notification letters that the MDT and DOJ MVD is sending to legislators who were primary sponsors of laws that the agency is now promulgating rules for	° Committee requests that it be copied on notification letters that the MDT and DOJ MVD is sending to legislators who were primary sponsors of laws that the agency is now promulgating rules for	
	° Committee attorney monitors and provides synopses of rules or subjects		
Review Agency Legislation	0.005 FTE  Committee reviews proposals from the MDT and DOJ MVD and decides if staff should draft legislation for preintroduction		
Review Proposed	.005 FTE	.001 FTE	
Ballot Initiatives	o Committee holds hearing on proposed ballot initiatives within 14 days of receiving final language and votes to either support	Occupance of Committee holds hearing on proposed ballot initiatives within 14 days of receiving final language and votes to either support or	

	or not support the placement of the text of an initiative on the ballot	not support the placement of the text of an initiative on the ballot	
	<ul> <li>Committee requests background on topic of ballot initiative such as past legislation and initiative proposals or similar proposals in other states</li> </ul>	**May require additional committee meetings	
Monitor MDT	0.05 FTE	0.03 FTE	
activities	<ul> <li>Monitor or investigate broad aspects of MDT programs</li> </ul>	<ul> <li>Monitor or investigate specific aspects of programs, if TIC chooses</li> </ul>	
Monitor DOJ MVD	0.05 FTE	0.03 FTE	
activities	<ul> <li>Monitor or investigate broad aspects of DOJ programs</li> </ul>	<ul> <li>Monitor or investigate specific aspects of programs, if TIC chooses</li> </ul>	
Review MDT Biodiesel	0.001 FTE		
Refund Report	Ocommittee reviews biodiesel tax refund reports and decides if any comments are needed		
Review Motor Fuel	0.001 FTE		
Tax Cooperative	<sup>o</sup> Committee reviews motor fuel tax cooperative agreement reports and decides if any		
Agreements	comments are needed or if changes in legislation should be proposed to the 2021 Legislature		
Review MDT	0.001 FTE		
Alternative Project Delivery Contracting	° Committee reviews MDT benefit analysis of alternative project delivery contracting in comparison to other contracting processes and provides comments		
Review MDT	0.001 FTE		
Enforcement Authority	O Reviews enforcement of MDT's authority to stop and inspect, if probable cause exists, diesel-powered vehicles to determine compliance with provisions of the special fuels use tax law and impacts of enforcement on the state special revenue fund		

Total Resources Utilized/Total Resources Available: 1.064\*/1 FTE

<sup>\*</sup>Staff agreed that although the time allocated is above the resources available, the minimal additional time allocation is feasible within the committee and staff workload.

# 2021-2022 TIC WORK PLAN TIMELINE

This timeline provides a framework so the TIC can complete its work on time. It is subject to review and final approval by the TIC.

July 14, 2021 TIC Meeting.

Interim work plan prioritization and TIC organizational meeting.

Selection of studies and topics.

September 21, 2021 TIC Meeting

November 3-4, 2021 Adoption of detailed work plans for each selected study or topic.

January 27, 2022 TIC Meeting.

Gather and disseminate research information related to study

resolution and topics.

March 22, 2022 TIC Meeting.

If public comment is desired on a TIC report, the contents of the

draft report should be determined by this date.

May 19, 2022 **TIC Meeting.** 

Last date to suggest revisions to a *draft* document if a 30-day public comment period is desired. Comments received from the public will be compiled by staff and distributed to the TIC 1-2 weeks before the

July meeting.

July 14, 2022 TIC Meeting.

Decision on recommendations, any proposed legislation, final report

contents.

September 13, 2022 TIC Meeting.

Final approval of recommendations, reports, proposed legislation. Select bill sponsors. Develop strategy. Review agency bill draft

requests.